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PROGRAMME PLANNING

Country and intercountry programmes and projects

FIFTH COUNTRY PROGRAMME FOR THE NIGER

Programme period	Resources	$
January 1992-December 1996	Net IPF	51 367 000
	Estimated cost-sharing	-
	Total	51 367 000

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I. DEVELOPMENT SITUATION, OBJECTIVES AND STRATEGIES

A. Current socio-economic situation

1. For the Niger, the 1980s was a decade of major economic and financial crisis, which has had undeniable social repercussions. Between 1980 and 1989, the average annual growth rate, in real terms, of the gross domestic product (GDP) was 0.9 per cent, and developments in individual sectors were very uneven. While the modern sector continues to decline, the informal sector is developing and playing an increasingly important role in the economy in terms of its contribution to GDP (from 22 per cent in 1981 to 29 per cent in 1989) and job creation. The rural sector has developed unevenly, but its current growth rate, estimated at 1 per cent, is far below that of population (3.4 per cent). Between the beginning and the end of the 1980s, the mining sector (uranium) declined dramatically, from 12.8 per cent to 5.4 per cent of GDP.

2. This has had an adverse effect on public finances, which in 1991 registered a deficit of over CFAF 82 billion. Since the crisis has reduced the State's revenue base, public revenues have continued to decline and, since 1986, have been unable to cover the costs of running the State, which has been obliged to draw on budgetary assistance and cash advances. The capital expenditure budget, of which 38 per cent was funded by the Treasury in 1981, received only 8 per cent from the Treasury in 1989, the rest coming from non-reimbursable aid and from loans.

3. Moreover, the balance of payments and, in particular, the balance of trade, has registered a decrease in exports and imports. Since 1985, exports have no longer covered the country's import needs. Over the past four years State investments, in absolute terms, have stagnated (approximately CFAF 55 billion); in particular, credit consumption rates have fallen from 81 per cent in 1986 to 54 per cent in 1990. Likewise, developments in priority sectors have not been very favourable and the proportion of non-reimbursable aid in public investment financing has decreased. Private investment declined significantly during this period (from 4.4 per cent of GDP in 1985 to 1.8 per cent in 1990).

4. While the country has begun to carry out stabilization and adjustment policies, results have been mixed and the situation has deteriorated. Many internal and external factors have contributed to this situation: unfavourable climatic conditions, depressed uranium prices (from CFAF 36,000 a kilogram in 1986 to CFAF 20,000 in 1990), population growth (3.44 per cent), structural adjustment in Nigeria and fewer net transfers of of capital. This has led to a steady decline in per capita income (from CFAF 104,000, or $322.5, in 1984 to CFAF 87,600, or $294, in 1989), and a deterioration in the social and living conditions of the population in terms of access to such basic social services as education and health care. Environmental degradation, in particular deforestation, has continued.

B. National development objectives and strategies

5. The macroeconomic objectives for the period 1990-1993, as set out in the Government's economic and financial policy framework paper, are economic reform and growth, that is, (a) an annual growth rate of real GDP of at least 3.2 per cent in order to prevent a further drop in per capita income and (b) an annual rate of inflation contained at 2 per cent and a current external deficit reduced to 9.4 per cent of GDP, excluding official transfers.

6. In order to achieve these objectives, the Government plans to:

(a) Complete its adjustment process by extending the scope of structural reforms, improving the management of public funds and taking account of the social impact. Additional structural measures and policies will continue the reforms in public enterprises, the agricultural sector, foreign trade, the investment code and the banking sector. In the area of public finances, the reforms will seek to broaden the tax base and improve the economic management capacity of the tax administration and of other services involved in the selection and execution of public investment projects;

(b) Promote economic recovery by increasing and diversifying agricultural production, fostering an economic and institutional environment conducive to production activities, promoting the activities of private entrepreneurs and elaborating new methods of environmental and natural resources management;

(c) Consolidate the long-term growth process by stepping up efforts to make optimum use of human resources, in particular by raising the level of basic education, health care and controlling demographic parameters (population growth rate and distribution).

This strategy was recently confirmed by the national conference, in particular in the transitional Government's programme of action.

II. EXTERNAL COOPERATION

A. Role of external cooperation

7. Development assistance is vital to the Niger since it accounts for more than 90 per cent of the investment budget and, in view of the country's enormous needs, takes all forms: capital, technical cooperation, non-project assistance and food. Most of the assistance provided over the past few years came from bilateral sources: 55 to 58 per cent of all external aid. The United Nations system contributes between 26 and 32 per cent, while other multilateral organizations account for 10 to 13 per cent of assistance; non-governmental organizations (NGOs) contribute about 5 per cent of development aid. Although it has declined in recent years, development assistance to the Niger still exceeds $250 million annually. The 10 major donors are, in descending order: the World Bank, France, the United States of America, Germany, the Commission of the European Communities, Canada, Italy,

Japan, the Islamic Development Bank and the World Food Programme (WFP). These donors contribute more than 77 per cent of all assistance.

8. From the standpoint of sectoral priorities, agriculture is the sector that receives the most assistance (approximately 20 per cent of all development assistance). The other major sectors (10 to 15 per cent), in descending order, are regional development, natural resources, management of the economy, transport, and development administration. Other sectors that receive substantial assistance are health and human resources development. Technical cooperation, which represents 29 per cent of all assistance, is concentrated in five sectors, namely, in descending order of importance, agriculture (25 to 30 per cent), human resources development (over 20 per cent), health, natural resources, and development administration. Like all external cooperation, technical cooperation is financed principally through bilateral sources (nearly 75 per cent). The United Nations system provides about 18 per cent of technical cooperation financing (including 6.5 per cent from the United Nations Development Programme (UNDP)), while the rest comes from other multilateral organizations and NGOs.

B. Aid coordination arrangements

9. The Niger coordinates external aid through the donor round-table process. To that end, the Government has established a mechanism to coordinate policies and programmes and to follow up the round-table process.

10. The mechanism comprises three types of bodies, which correspond to the levels of coordination. At the political level, there is the Interministerial Committee, headed by the Minister of the Economy and Finance, which deals with questions of a political nature. The Committee includes ministers from other sectors and senior economic officials. At the overall technical level, there is the Technical Committee, responsible for coordination and follow-up of the work of sectoral technical bodies. This Committee, headed by the Director of the Prime Minister's office, is composed of the secretaries-general of the ministries that are part of the Interministerial Committee. At the sectoral technical level, there are programme subcommittees (also interministerial) responsible for the preparation, follow-up and implementation of sectoral programmes. The entire mechanism is supported by a permanent secretariat of the Technical Committee, which is part of the Ministry of the Economy and Finance. The secretariat is responsible for preparing files to be submitted to the Technical Committee and the Interministerial Committee.

11. UNDP cooperates with this mechanism for coordinating assistance and the round-table process. Through its other coordinating instruments, UNDP provides institutional support to government coordinating mechanisms: National Technical Cooperation Assessment and Programmes (NaTCAP), round-table conferences and sectoral consultations.

12. Finally, under the auspices of UNDP, periodic coordinating or programming meetings are held both by the Joint Consultative Group on Policy (JCGP) and by

the entire United Nations system represented in the Niger. Likewise, the community of donors represented at Niamey meets regularly under the leadership of the UNDP Resident Representative, acting as Resident Coordinator, to discuss development aid issues with a view to ensuring complementarity and harmonization of their activities.

III. THE COUNTRY PROGRAMME

A. Assessment of ongoing country programme

13. The fourth programme was structured around four themes/objectives: (a) increasing rural productivity; (b) promoting and setting a new course for business; (c) strengthening economic management; and (d) improving awareness of the demographic situation and raising living standards. The mid-term review and evaluation of the programme showed that the results achieved were generally in keeping with the objectives: the programme's achievements are reflected in a major strengthening of institutional and community structures and national human resources. Moreover, target populations have benefited from the results of the ongoing programme of cooperation, whose financial and technical delivery is very satisfactory. In examining these results in terms of each theme/objective, certain specific points emerge.

1. Theme I: Increasing rural productivity

14. While the lack of clear indicators of success makes it difficult to pinpoint actual changes, structures have been strengthened in particular through the mobilization of government departments and the training of both male and female middle- and senior-level staff. Significant results have been achieved in the organization, training and involvement of the population in the area of village water systems. In addition to having better access to drinking water, women take part in the management of water-supply points and are responsible for maintaining them. Lastly, a sustained study on rural land management and its application was conducted in several of the ongoing projects.

2. Theme II: Promoting and setting a new course for business

15. The planned activities were not completed, partly because of uncertainty or the disappearance of the institutional framework on which some of them depended. Moreover, only a very small number of the specific activities designed to improve the environment for private enterprise were carried out. Nevertheless, it should be noted that the programme had an impact on the strengthening of such structures as the National Management Training Centre. Essentially, results in this area will be achieved only by pursuing the activities already begun and establishing operational mechanisms to support the private sector, once measures for improving the environment for private enterprise have been identified and adopted.

3. Theme III: Strengthening economic management

16. Noteworthy in this area are the consistency and effectiveness of most of the activities carried out to strengthen government institutions and mobilize and develop human resources. These activities, as well as the special emphasis placed on both on-the-job training and managerial training abroad, have provided the country with more human resources and methodological tools for improving economic management. However, there were some doubts about the sustainability of the results achieved, in particular because of the very high mobility of national managerial staff.

4. Theme IV: Improving awareness of the demographic situation and raising living standards

17. The results in this area indicate that an important step has been taken towards achieving the objectives set in the fields of population and maternal and child health. In spite of a certain lag in the implementation of operations relating to urban housing for disadvantaged groups, the results should be of significant benefit to the target population and have a definite impact on their living conditions.

18. In addition to the results achieved, the strong points of this programme are its relevance to and coherence with the Niger's social and economic situation, and its flexibility and adaptability. Its weak points are a lack of sectoral discipline in identifying, formulating and executing projects, the absence of a systematic programme approach and of genuine coordination of technical cooperation by the authorities, administrative top-heaviness, both in the Government and in the United Nations system, and frequent changes in, or the elimination of, institutional personnel responsible for carrying out the projects. At times, the limited number of counterpart personnel hampers any real transfer of know-how and technical assistance personnel do not play an effective training role.

19. This has resulted in duplication of effort, wasted energies and a great number of small-scale projects. The fifth country programme must therefore take a strict sectoral approach and amalgamate projects being carried out in the same sector or pursuing complementary goals.

B. Proposals for UNDP cooperation

1. Preparatory process

20. The fifth country programme was prepared through a three-stage process of dialogue between the Government and UNDP. The first stage consisted of the mid-term review of the fourth programme in November 1989, its evaluation in December 1990/January 1991, and the national technical cooperation seminar in March 1991 which examined the technical cooperation policy framework paper (TCPFP) under the NaTCAP exercise.

21. These three activities led to the second stage: the drafting of the advisory note, which drew on the Government's guidelines for the preparation of the fifth country programme (on which fruitful discussions were held with UNDP prior to the drafting of the advisory note). The note was officially approved by UNDP in July 1991 and endorsed by the Government.

22. The third stage consisted of the actual drafting of the fifth programme and. in order to strengthen the programme approach, involved the formulation of basic sectoral documents by the Government and executing agencies according to the priorities defined in the advisory note. The purpose of these documents was to examine on a sectoral basis the Government's institutional or other weaknesses and the cooperation needs to be met by UNDP. They were discussed with the competent departments of the ministries concerned and with UNDP. The following agencies drew up sectoral preparatory documents: the World Health Organization (WHO), the United Nations Industrial Development Organization (UNIDO) and the United Nations Educational, Scientific and Cultural Organization (UNESCO). This approach permits a coherent response to government priorities in each area of assistance, in coordination with assistance from other donors.

23. The Government's objectives, strategies and priorities come from: (a) the Economic and Social Development Plan submitted to the Geneva round table in June-July 1987; (b) the sectoral strategies and programmes presented to donors at sectoral consultations and thematic meetings (rural development, the private sector and transport in 1988, cottage industry policy in 1990 and the plan to combat desertification in 1991); (c) the memorandum presented to the Second United Nations Conference on the Least Developed Countries (LDCs) in 1980; (d) the economic and financial policy framework paper prepared with the World Bank and the International Monetary Fund (IMF) in 1990; (e) the technical cooperation framework paper resulting from the first phase of the NaTCAP exercise; and (f) the guidelines provided for the transitional period by the national round table. This programme therefore draws on the results of the Niger round table and was drafted on the basis of all these inputs.

2. Strategy for UNDP cooperation

The strategy for UNDP cooperation under the fifth programme is based on the programme approach, which should result in the design and implementation of coherent sectoral programmes based on a situation analysis and on the choice of priority development areas. The programme approach is intended to help concentrate resources in these priority areas and to avoid waste or the compartmentalization of projects, and it focuses on four main objectives.

24. The first objective is to respond to the priorities of government development strategy and to the resulting cooperation needs (TCPFP/NaTCAP), while integrating the relevant Governing Council and fourth programme evaluation recommendations. This will ensure that UNDP priority areas match perfectly with government priorities: (a) environmental management and natural resources conservation; (b) human resources development; (c) enhancing

economic management capacities; and (d) promoting the private sector. The themes chosen for this programme must also have a coherent internal logic in order to enhance its overall and sectoral impact. Natural (environment) and social (human resources) factors of production are the foundation for long-term development, particularly in a Sahelian country like the Niger. They must therefore be developed and mobilized rationally by those who combine them (private sector) and those who make the rules for combining them (State management of economic development).

25. Because of the Niger's low ranking on the Human Development Index (HDI), the second objective is to help improve that ranking significantly. Human resources development is essential to this, particularly to ensure a sustainable management capacity and thus perpetuate development gains.

26. The third objective is the integration of women in development. This is both a vertical and a horizontal priority: vertical, in that it is addressed explicitly in an area of concentration as a separate programme component in relation to other themes; horizontal in that it is taken into account as an inherent dimension of the other themes chosen for the programme.

27. The fourth objective is increased coordination of UNDP assistance with that of other donors. To that end, the priority themes chosen for the fifth country programme also draw on the major activities envisaged for the next few years in the Niger round-table process, which naturally correspond to the Government's development priorities and strategies. In 1992, sectoral consultations on the environment and desertification control and on drinking water supply and sanitation are planned under theme I. Under theme II, a sectoral consultation on human resources, covering education, health population and employment, and another on the social programme and the social aspects of adjustment, will also be held in 1992. Theme III is the central focus of the future structural adjustment programme and will no doubt appear on the agenda of the next Geneva round-table meeting. Theme IV is itself a follow-up to the 1988 consultation on the private sector, and activities in this area are to be expanded under the fifth programme.

28. Fifth programme resources will be distributed among the various areas of concentration as follows: (a) environmental management and natural resources conservation, 30 per cent; (b) human resources development, 25 per cent; (c) enhancing economic management capacities, 25 per cent; and (d) promoting the private sector, 20 per cent.

3. Proposed UNDP cooperation in selected areas of concentration

THEME I: Environmental management and natural resources conservation

National development objectives and programmes in the sector

29. In view of the situation in the Niger and the fact that bringing this sector under control is crucial for national development, the Government has established the following priorities: (a) ensuring food self-sufficiency and security; (b) meeting energy needs; and (c) preserving and restoring agricultural, forestry and pastoral productive potential through integrated, participatory natural resources management. In the short term, this policy aims to meet people's basic needs (food and energy), and in the medium and long term, to conserve natural resources.

30. In terms of operational activities this policy is reflected not only in the intensification and diversification of crop growing but also in the national plan to combat desertification (NPCD) and in natural resources management integrating the water and environment plan, the tropical forest action plan, the grazing land utilization plan and the continental fisheries plan. NPCD will be the subject of a sectoral consultation with donors during the first quarter of 1992 as part of the round-table process.

UNDP cooperation

31. UNDP support will be concentrated on three subprogrammes: the water and environment plan; integrated natural resources management on village and grazing land, combined with forest planting and development; and combating sand accumulation on crop land. UNDP has already acquired considerable experience in these areas as a result of its current cooperation with the Ministry of Agriculture and Animal Resources and the Ministry of Water Resources and Environment. Fifth programme assistance will thus build on the results of activities begun during the fourth programme, contribute to the implementation of the various components of NPCD and strengthen government capacities for coordinated and environmental management and natural resources conservation.

32. Implementation of the water and environment plan. The fourth programme helped the Government to draft a water resources master plan, on which a water and environment plan for the next five years was based. The fifth programme will support the Niger in implementing this plan. Cooperation will cover efforts to increase knowledge of water resources, to meet human needs for drinking water, particularly village water systems where UNDP already has significant field experience, and to develop pastoral and agricultural water systems, especially in the form of private irrigation.

33. Rural land management. Environmental conservation can succeed only if grass-roots communities are involved and are able to ensure the integrated management of agricultural, forestry and pastoral resources, in order to safeguard social/ecological balance. Accordingly, UNDP will step up the assistance begun during the fourth programme, for instance under the Dakoro and Tillabéri projects.

34. Rural land management plans must be drafted and implemented, along with a campaign to raise the awareness of and train, advise and, above all, involve the populations concerned so that they can preserve and restore the natural environment while ensuring their day-to-day subsistence.

35. Forest planting and development and efforts to combat sand accumulation on crop land. Deforestation caused by brush fires, tree-cutting for energy needs, the combined pressure of agriculture and livestock production and advancing desertification is a serious constraint on the country's development. Activities undertaken in this area require UNDP input, which has already begun in the departments of Tillabéri and Maradi (forest development and reforestation) and Zinder and Diffa (combating sand accumulation on crop land).

Complementary assistance

36. UNDP assistance in this first priority area, in coordination with activities financed by UNSO, will focus on rural land management (Dosso project), arid land and natural forest development (Tillabéri, Tahoua and Maradi) and green belts in the Niamey region. Rural development projects by the United Nations Capital Development Fund (UNCDF) in Nguigmi, Mayahi and Bilma have an environment and natural resources management component which will reinforce UNDP cooperation. The same is true of the regional water resources programme. UNDP activities in this sector will be executed in conjunction with those of the World Bank, the United States Agency for International Development (USAID), the Central Fund for Economic Cooperation (CCCE) and the Governments of Canada, France, Germany and Norway.

THEME II: Developing human resources and combating poverty

National development objectives and programme in the sector

37. The problem of human resources is one of the major constraints on the Niger's development because of a lack of mobilization and development which is reflected in low school attendance and literacy rates and limited access to health care and income. The Government is aware of the importance of human resources for the long-term development process and the main objective of its policy in this area is to be able to draw on human resources that are qualitatively and quantitatively adequate to the tasks of socio-economic transformation and are able to make a positive contribution to the development process.

38. The main thrust of this policy is in the education and health subsectors, as part of overall population policy, and it emphasizes the socio-economic

advancement of women. In the education subsector, this means expanding access to primary education and improving its quality and relevance, improving the quality and relevance of vocational training, enhancing the effectiveness of higher education and strengthening planning and management capacities in the education and training sector. All of this is being done in the context of the implementation of the Plan of Action of the World Conference on Education for All.

39. In the health subsector, the Government would like to improve its planning, programming and management capacities, draft a public health code, increase life expectancy and establish a training system for health personnel.

40. As far as the integration of women, particularly rural women, in the development process is concerned, measures will be taken to ensure their social integration, facilitate their access to land through the rural code, advise them on their agricultural, animal and handicraft production activities, lighten their pre- and post-agricultural workload (energy, water, milling) and promote women's organizations.

41. In this context, and in view of the prevailing economic crisis and the reform programmes under way, the Government has set itself a policy of mitigating the social costs of adjustment and integrating the social dimension into reforms by seeking to create jobs and income and to lessen the impact on the most vulnerable social sectors through compensation and relief measures.

Proposed UNDP cooperation

42. The fifth programme is intended to play a substantial role in developing human resources and combating poverty. In so doing, it will help to improve people's living conditions and hence the level of human development. UNDP will therefore assist in the implementation of subsectoral policies that have already been defined, and cooperate with the Government in formulating such policies where they do not as yet exist and support their implementation.

43. Education and training. In the light of the recommendations of the World Conference on Education for All, UNDP will support government initiatives to improve the literacy rate of the Niger's population significantly and to increase access to basic education for the most disadvantaged groups, taking into account the action of other donors in this area. UNDP is being asked to cooperate in strengthening the Government's planning and management capacities in the education and training sector. This will involve setting up an information system for human resources management in general, in connection with the NaTCAP process, and for basic education in particular; preinvestment studies will also be done.

44. Using the United Nations Volunteers (UNV), the programme will expand the training of university teaching staff in specialized fields and help to meet the need for high-quality staff in higher education.

45. Health. In the light of the assistance provided by the Government's various partners and the country's manifold needs in this area, UNDP will help

to implement and promote maternal and child health programmes and programmes to combat acquired immunodeficiency syndrome (AIDS). The first phase of the programme will focus on strengthening vocational and technical training and health management capacities. The second phase is designed to help raise awareness of the AIDS pandemic among leaders of social groups (traditional chiefs, clergy, women's associations, parent-teacher associations).

46. Effective participation of rural women in the development process. There are many projects and project personnel working in this area throughout the country, with the support of donors and NGOs. Activities are so diverse and so poorly coordinated that the Government has just begun a programme with women themselves, aimed at developing a national policy for the advancement of women that will take into account the specific needs of rural women. The development of this policy and its implementation, particularly as regards the unit to be set up to follow up and evaluate these policies and programmes, requires UNDP assistance.

47. Poverty alleviation. The Government wants to alleviate the adverse social effects of the crisis and the adjustment process and to prevent such effects by integrating the social dimension into the formulation of reform or recovery policies. The implementation of an employment policy aimed at bringing young people into the labour force and returning to it the victims of the crisis and the adjustment process, promoting new activities and consolidating the gains of ongoing labour-intensive projects meets this need. The development of a social programme as a pivot for the coordination of donors' activities requires UNDP action to integrate the above elements.

48. In addition, UNDP will be able to help enhance the economic management capacities of government structures (Theme III), enabling them to integrate the human and social dimension into the formulation and implementation of recovery and development policies.

Complementary assistance

49. Coordination will be strengthened in this area, particularly with the World Food Programme (WFP), the United Nations Population Fund (UNFPA) and UNICEF which have education and maternal and child health components in their respective programmes; with UNFPA and UNICEF with regard to the integration of rural women in the development process; and with UNCDF and the World Bank with regard to the development and implementation of the social programme. Many bilateral and multilateral donors are contributing to different components in this area. UNDP implementation of complementary or joint activities with JCGP member organizations will also be strengthened. Such activities will be harmonized with those of the Niger's other donors.

THEME III: Enhancing economic management capacities

National development objectives and programme in the sector

50. The success of any development strategy or policy depends on the capacity of the institutions responsible for designing and implementing it and for providing the necessary follow-up and evaluation. The Niger's current economic crisis makes it more necessary than ever to strengthen the relevant strategies for overcoming the crisis in order to maintain a process of sustained growth and development in the medium and long term. To do this, the Government plans to implement a programme whose essential goal is to improve and strengthen the public administration's capacity to play to the full its development management role within a liberal economy.

51. The programme includes the following components: (a) bringing the organization of the State and the management of its resources under control through improved organization and more effective financial management; (b) improving the management of development policy by mastering such guiding functions of development as data collection and analysis, strategy development and implementation, and follow-up and evaluation; and (c) coordinating external aid management.

Proposed UNDP cooperation

52. Activities under the fifth country programme will be based on a UNDP analysis of the Niger's capacities so that the Government's cooperation needs in each of these three component areas can be met more effectively, taking into account the activities of other donors and the comparative advantages offered by UNDP. Following the principles of the programme approach, these activities will mainly involve the design and management of development policies and increased coordination of external aid. UNDP will also be involved indirectly in the organization of the State, since any action in the first two areas has repercussions on the third.

53. By comparison with the fourth programme, UNDP assistance in this area will take a different approach and will be of different scope, in that it will avoid focusing efforts on short-term or crisis management policies (stabilization/adjustment), emphasizing instead the medium and long term.

54. Design and management of development policies. This involves controlled management of the future, harmonizing the short, medium and long terms and covering the various national institutions concerned, and such activities as data collection, the formulation of global and sectoral policies and programmes and their follow-up and evaluation.

55. UNDP cooperation must involve not only the relevant departments of the Ministry of the Economy and Finance with responsibility for planning, but also the studies and planning departments of the main sectoral ministries involved in planning.

56. Coordination and management of external assistance. In order to facilitate implementation of the development policies and programmes thus designed and to enhance their impact and effectiveness in terms of growth and of improvements in people's living standards and social conditions, the capacity to mobilize external resources must be developed while avoiding duplication, waste and compartmentalization. UNDP cooperation is required to strengthen the Government's capacity to coordinate and programme assistance through the round-table process. The ground has already been prepared for this assistance, since a governmental coordinating mechanism exists and the first support activities were initiated during the fourth programme (aid coordination, NaTCAP process).

57. Bringing the organization of the State and the management of its resources under control. UNDP, in cooperation with other donors, will support the Government in its reform of administrative and organizational structures and in implementing the policy of decentralization and development of local authorities. This assistance will be channelled primarily towards local administrations for the purposes of regional planning and secondarily towards the central government for the development of instruments to implement decentralization.

58. Complementary assistance. UNDP will make sure that its activities in this area take advantage of complementary activities and resources under the regional programme, particularly the projects on revitalization of planning, national studies of long-term prospects and the strengthening of African capacities. These inputs will supplement the development policy design and management component of the sectoral programme, while for the control of State organization component UNDP support will be supplemented by the Management Development Programme (MDP).

59. UNDP activities will be harmonized with those of the French Government, which is helping to improve statistical tools and budgeting. These efforts will also be coordinated with those of the German and Canadian Governments in the area of the control of State organization.

THEME IV: Promoting the private sector

National development objectives and programme in the sector

60. The Government's strategy for promoting the private sector is based on: (a) the policy of State disengagement through liberalization of the economy and restructuring of the public enterprise sector; and (b) improvement of the business climate by creating more appropriate conditions and greater incentives for private investment.

61. At the operational level, this strategy takes the form of a national cottage industry development policy and a sectoral industrial development policy. The former involves the promotion of micro- and small businesses developed from the informal sector, while the latter emphasizes small and medium-sized businesses, particularly in the agricultural and livestock

sectors. In both cases, the policies are based mainly on the need to take greater advantage of national resources by developing the processing and canning of agricultural and animal produce, various manufacturing activities, mining and quarrying activities and building and public works.

Proposed UNDP cooperation

62. Because of its importance for the economy (29 per cent of GDP) and for job creation, the informal sector is the main source for the expansion of a thriving, dynamic private sector. It must therefore be given guidance and become not only the source of a broadened tax base but also and above all a breeding ground for small and medium-sized production enterprises.

63. UNDP will encourage the emergence of such enterprises from the informal sector through the implementation of both cottage industry policy and industrial development policy. In so doing, it will be able to support the promotion of the private sector in three areas.

64. Building on past improvements in the private sector environment. As part of the follow-up to the consultation on the private sector held in June 1988, UNDP can assist the government structure concerned (Ministry of Mines, Energy, Industry and Cottage Industry) in improving its capacity to promote and coordinate the process of formulating and implementing policies, measures and activities to promote the private sector.

65. These policies and measures are aimed at improving the economic, financial, regulatory and institutional environment and creating incentives for both the informal and the modern private sector.

66. Implementation of a programme to promote small and micro-enterprise. The informal sector lacks institutional support mechanisms for its promotion in the areas of training and vocational training, financing, technology and job opportunities.

67. UNDP cooperation will be used at the national and regional levels. At the national level, it will be necessary to strengthen the institutional mechanisms needed to improve the business environment and follow up the sectoral consultation with donors on the informal and cottage industry sectors, scheduled for the first quarter of 1992. At the regional level, UNDP will have to implement promotional activities in a number of pilot areas chosen on the basis of the need for coordination with other initiatives, the branch of cottage industry targeted and the type of action to be taken. It should be noted that these industries may be sole proprietorships or cooperatives.

68. Promotion of industry and tourism. UNDP is being asked to cooperate with the Government in studying the agricultural and livestock sectors, supporting the manufacturing sector and surveying the subregional market for exportable manufactured goods. In tourism, UNDP support will essentially involve the

implementation of recommendations and measures contained in the master plan for tourism whose study was financed by the Fund for Aid and Cooperation (FAC).

69. In this area, as in those mentioned earlier, UNDP cooperation will be used to consolidate and develop activities to promote the private sector undertaken during the fourth programme. This cooperation is likely to contribute to economic recovery and also to have a positive impact on human development in that the private sector, and the informal sector in particular, is a source of jobs, purchasing power and human resources development.

Complementary assistance

70. The UNDP programme will be reinforced by complementary assistance from UNCDF which, as part of its support to the private sector, plans to open a line of credit for micro- and small businesses, and by the regional programme's workshops to promote the private sector. UNDP activities will be coordinated with those of the World Bank, which is financing a programme to create jobs in small and medium-sized urban construction businesses, the European Development Fund (EDF), CCCE, which is to open lines of credit to finance these businesses, and USAID and the Government of Germany, which are essentially providing assistance to rural businesses.

C. Assistance outside main country programme areas

71. Among the projects from the fourth country programme that will be continued under the fifth programme, two are not in areas of concentration: the project to support the conduct of geological and mining research and the national mining resources office and the project to support civil aviation. The budget for these projects is $1.467 million or 2.8 per cent of the IPF.

D. Implementation and management arrangements

72. The existence of government policies and sometimes even sectoral programmes in most fields has permitted a programme approach and the integration of sectoral study findings and cooperation requirements over the next five years. This is particularly true for the following priority areas: (a) environmental management and natural resources conservation; (b) enhancing economic management capacities; and (c) promoting the private sector, particularly the informal sector and micro- and small enterprises. This approach has been partially successful in the last priority area, human resources development, where the Government does not have a formal sectoral policy as yet but only the elements of such a policy.

73. The adoption and implementation of the programme approach means that the fifth programme must be fully integrated in government strategies and programmes for development. This also means that the Government must assume its responsibilities for the implementation of the programme, particularly through increased utilization of national capacities and national execution.

From this perspective, and in view of the remarkable improvement during the fourth programme in apportioning resources among the three traditional vehicles for project delivery (United Nations agencies, non-governmental organizations and national execution), the Government is requesting UNDP to provide further opportunities for project delivery by national public and private institutions and by national and international NGOs. In this context, UNDP could encourage the emergence and development of national NGOs through training activities and participation in grass-roots development activities. UNDP cooperation will also be used to strengthen the Government's capacity for national execution. A government project-executing agency will be established. It should be noted that this arrangement will be facilitated by the database on local skills which UNDP already has and which will be used to an even greater extent in this programme.

74. In implementing the Niger programme and in the context of the priority areas selected, systematic linkages to promote coordinated action will be explored and established with a view to contributing significantly to the attainment of national objectives and regional integration.

75. United Nations agencies will continue to play a vital role in cooperation with the Government, in particular in the formulation of sectoral strategies, policies and programmes within their area of competence and in project delivery, follow-up and evaluation. Less costly cooperation mechanisms, such as the UNV programme and technical cooperation among developing countries (TCDC), particularly among countries in the region, will be strengthened.

76. The fifth country programme has been defined as a component of the Niger's national development strategy and programme, which it supports in conjunction with the components contributed by other donors through the round-table process and the NaTCAP exercise. Within this framework, regular contacts with the different donors will ensure consistency among their various activities.

77. With a view to increasing the programme's sectoral impact and ensuring the utmost consistency in its implementation, follow-up and evaluation, a working group will be set up for each priority area, consisting of the competent government departments, project experts and the relevant unit within the UNDP office. This group will be responsible for the regular review of the execution and follow-up of programme activities in the area in question.

Annex I

FINANCIAL SUMMARY

I. ESTIMATED RESOURCES (IPF + cost-sharing) TAKEN INTO ACCOUNT FOR PROGRAMMING

	(Thousands of dollars)	
Carry-over from fourth cycle IPF	(1 800)	
Fifth cycle IPF	53 167	
Subtotal IPF		51 367
Project cost-sharing (Government)	-	
Project cost-sharing (third party)	-	
Programme cost-sharing	-	
Subtotal cost-sharing		-
TOTAL		51 367

II. ALLOCATION OF RESOURCES (IPF + cost-sharing) BY AREA OF CONCENTRATION

Area of concentration	(Thousands of dollars) IPF	Cost-sharing	Total	Percentage of total resources
Environment	13 869	-	13 869	27
Human resources	11 301	-	11 301	22
Economic management	11 301	-	11 301	22
Private sector	9 760	-	9 760	19
Subtotal	46 231	-	46 231	90
Unprogrammed reserve	5 136	-	5 136	10
TOTAL	51 367	-	51 367	100

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III. COMPLEMENTARY ASSISTANCE FROM OTHER SOURCES USED IN AREAS OF CONCENTRATION

(Thousands of dollars)

A. UNDP-administered funds		
UNCDF	14 500	
UNSO	10 000	
UNIFEM	-	
UNRFNRE	-	
UNFSTD	-	
Subtotal		24 500
B. Other United Nations resources		
JCGP participating agencies:		
UNFPA	6 000	
UNICEF	-	
WFP	4 000	
IFAD	-	
Other United Nations agencies (non-UNDP financed)	-	
Global Environment Facility	-	
Subtotal		10 000
Total non-core and other United Nations resources	-	
C. Non-United Nations resources	-	
TOTAL		34 500

Annex II

PROGRAMME MATRIX

Area of concentration	Area of focus*					
	Poverty eradication and grass-roots participation in development	Environmental issues and natural resources management	Strengthening of management capacities	TCDC	Transfer and adaptation of technology for development	WID
I. ENVIRONMENTAL MANAGEMENT AND NATURAL RESOURCES CONSERVATION	*	*		*		*
II. DEVELOPING HUMAN RESOURCES AND COMBATING POVERTY	*		*			*
III. ENHANCING ECONOMIC MANAGEMENT CAPACITIES		*	*	*		*
IV. PROMOTING THE PRIVATE SECTOR	*		*	*	*	*

* Asterisks indicate major linkage only.

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PROGRAMME PLANNING

Country and intercountry programmes and projects

FIFTH COUNTRY PROGRAMME FOR NIGER

Note by the Administrator

I. THE PROGRAMMING PROCESS

1. The programming exercise was undertaken through a process of dialogues with the Government which took place in three phases.

2. The first phase consisted of the mid-term review of the fourth country programme in November 1989, followed by an evaluation of that programme in December 1990-January 1991. In addition, a national seminar in March 1991 examined the Technical Cooperation Orientation Document within the framework of the national technical cooperation assessment and programmes (NaTCAP) exercise.

3. These activities led to the second phase consisting of the elaboration of the Advisory Note which was enriched by a government "Orientation Note" for the preparation of the fifth country programme.

4. During the third phase, the fifth country programme was prepared following a series of meetings with sectoral ministries, government agencies and formulation missions from various United Nations system organizations and agencies. These meetings resulted in a series of sectoral papers focusing on institutional and other weaknesses and corresponding technical cooperation needs to be covered by UNDP in accordance with the Government's development strategy.

5. The Government's objectives, strategies and priorities were based on: (a) the Social and Economic Development Plan presented at the round-table conference held in Geneva in June-July 1987; (b) sectoral strategies and programmes presented to the donors during the sectoral consultations held in Niger from 1988 to 1991; (c) the government memorandum to the second United Nations Conference on the Least Developed Countries, Paris, 1990; (d) the programme and policy framework on economic and financial policy prepared with the World Bank and the International Monetary Fund (IMF), September 1990; and (e) the guidelines given by the National Conference for the Transition Period (December 1992-January 1993).

6. The present country programme thus reflects the critical concerns of the Government. It represents a framework for mobilization of UNDP resources and for the intervention of United Nations system agencies. Through the round-table and NaTCAP processes, it aims at a better coordination of UNDP cooperation with that of Niger's other development partners.

II. ANALYTICAL COMMENTARY ON THE FIFTH COUNTRY PROGRAMME

7. The proposed country programme focuses on four major national priorities: (a) environmental management and preservation of natural resources; (b) development of human resources; (c) improvement of the Government's capacity to manage the economy; and (d) promotion of the private sector.

8. Given the geographical location of Niger and the vital importance of environmental management, the first area of concentration covers: (a) self-reliance and food security; (b) meeting the country's energy requirements; and (c) re-establishment and preservation of an adequate productive capacity in the agricultural, forestry and livestock sectors through an integrated management of natural resources.

9. To help the Government achieve sustainable development, UNDP is requested to concentrate its cooperation in three areas: integrated management of natural resources, a water and environmental action plan, and a programme of reforestation coupled with the fight against desertification. UNDP has already acquired solid experience in these areas which will be valuable in consolidating ongoing projects and future collaboration with the national programme.

10. For the second area of concentration, the Government aims at improving the development of human resources through basic, primary and vocational education; public health; integration of women in the development process including social integration, training, access to land and support to women's organizations; and the attenuation of the impact of structural adjustment on the most vulnerable social groups. UNDP is requested to assist the Government in each of these areas in close coordination with other development partners.

In the education sector, UNDP will participate in programmes aimed at increasing literacy and access to basic education in line with the recommendations of the Jomtien Conference. It will also cooperate in improving the management of this sector.

11. With respect to the health sector, where a number of donors are active, UNDP will continue its assistance to maternal and infant health programmes and participate in the fight against the acquired immune deficiency syndrome (AIDS).

12. With respect to the integration of women in development, UNDP will assist in implementing a national programme for the promotion of women in the economic and social progress of the country. In addition, an emphasis will be put on the need to involve women in all community-based development projects.

13. Equally, the social dimension of structural adjustment is already the subject of a long-term project funded by UNDP. What is needed in the next few years is to implement together with other donors its various components into concrete poverty alleviation activities.

14. For the third area of concentration, improvement of management capacity, the current severe crisis of Niger's economy calls for fundamental changes. The proposed programme aims at restructuring existing management institutions, improving the process of elaborating and managing development policies and ensuring a better coordination of external aid. UNDP will reinforce its ongoing assistance to the elaboration and management of development policies within the context of greater liberalization of the economy and decentralization of decision making. Similarly, the coordination of external aid will be strengthened through the round-table process and the launching of the second phase of the NaTCAP exercise.

15. With respect to the fourth area of concentration, promotion of the private sector, the Government intends to accelerate the liberalization of the economy and to improve the environment for private sector development. UNDP is requested to help organize the informal sector and promote the development of small- and medium-size enterprises. Ongoing projects in this area will be consolidated and more comprehensive programmes will be developed to encourage the growth of small productive units in both urban and rural areas.

III. MANAGEMENT OF COUNTRY PROGRAMME IMPLEMENTATION

16. The adoption of the programme approach will require the full integration of the fifth country programme into the government's development strategy. This implies that the Government will assume an increasing part of the

responsibility for the management of the programme through national execution. The experience gained during the fourth country programme indicates that some national institutions and NGOs are able to assume this responsibility; UNDP will support national efforts to develop further the capacity to do so.

17. United Nations system agencies will continue to play an important role, particularly in assisting the Government in formulating sectoral strategies and policies and in implementing specific technical components of ongoing projects and future programmes.

18. In order to ensure the effective implementation of the proposed programme, working groups will be constituted for each of the four themes. These groups will include experts from government agencies, project personnel and UNDP staff. The groups will meet on a regular basis to monitor the implementation of the programme and to take corrective measures as needed. In addition, annual reviews and an in-depth, mid-term review will be conducted.

IV. RECOMMENDATION OF THE ADMINISTRATOR

19. The themes selected for UNDP cooperation are consonant with the Government's development strategy and with the recommendations of Governing Council decision 90/34. The Administrator, therefore, recommends that the Governing Council approve the fifth country programme for Niger.